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SUBJ: PRESIDENTIAL VISIT BACKGROUND PAPER XIII: ENERGY RESEARCH
AND DEVELOPMENT

A COOPERATIVE FRAMEWORK

1. AN EXECUTIVE AGREEMENT FOR COOPERATION IN ENERGY RESEARCH AND DEVELOPMENT BETWEEN THE U.S. AND JAPAN WAS SIGNED BY SECRETARY KISSINGER AND JAPANESE AMBASSADOR YASUKAWA ON JULY 15, 1974. THIS AGREEMENT PROVIDES FOR COOPERATION IN VIRTUALLY EVERY ASPECT OF ENERGY RESEARCH AND DEVELOPMENT OTHER THAN NUCLEAR, WHICH IS COVERED BY A LONG-STANDING SEPARATE AGREEMENT. UNDER THE NEW AGREEMENT, COOPERATION CAN TAKE PLACE THROUGH A VARIETY OF MEANS, INCLUDING SHARING OF INFORMATION, EXCHANGE OF SCIENTISTS, COORDINATION OF RESEARCH, AND, FINALLY, JOINT RESEARCH PROJECTS OR PROGRAMS.

2. A SURVEY MISSION OF ENERGY RESEARCH AND DEVELOPMENT SPECIALISTS FROM A NUMBER OF U.S. GOVERNMENT DEPARTMENTS AND AGENCIES VISITED JAPAN AUGUST 5 TO 13 AS THE FIRST STEP IN IMPLEMENTING THE NEW AGREEMENT. THE TEAM FOUND THE JAPANESE NON-NUCLEAR ENERGY RESEARCH AND DEVELOPMENT PROGRAM TO BE FOR THE MOST PART FAR SMALLER IN SCALE AND
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PAGE 02 TOKYO 13170 090757Z

AT A CONSIDERABLY EARLIER STAGE OF DEVELOPMENT THAN IS

THE U.S. PROGRAM. DESPITE THIS, JAPAN'S TECHNICAL CAPABILITIES, ITS FINANCIAL RESOURCES, AND ITS POWERFUL INCENTIVES TO DEVELOP NEW ENERGY SOURCES CAN BE EXPECTED TO RESULT IN IMPORTANT CONTRIBUTIONS FROM JAPAN'S PROGRAM IN THE FUTURE. THE TEAM'S FINDINGS ARE STILL IN PREPARATION BUT, ON THE BASIS OF DISCUSSION HELD DURING THEIR VISIT, IT WOULD APPEAR THAT WORTHWHILE EXCHANGES OF INFORMATION CAN TAKE PLACE IN ALL OF THE COOPERATIVE AREAS IDENTIFIED IN THE AGREEMENT. IN SEVERAL, SUCH AS ADVANCED TRANSPORTATION SYSTEMS, MAGNETOHYDRODYNAMICS, GEOTHERMAL ENERGY, AND STORAGE BATTERIES, JAPAN'S PROGRAMS ARE SUFFICIENTLY ADVANCED TO ALLOW IT TO MAKE AN IMMEDIATE CONTRIBUTION TO U.S. EFFORTS.

3. THE NEXT STEP IN IMPLEMENTATION OF THE AGREEMENT WILL BE THE CONCLUSION OF "IMPLEMENTING ARRANGEMENTS" BETWEEN U.S. GOVERNMENT AGENCIES ENGAGED IN ENERGY R&D AND THEIR COUNTERPARTS IN THE JAPANESE GOVERNMENT. THE ARRANGEMENTS WILL DEFINE THE INITIAL SCOPE OF COOPERATION IN EACH OF THE AREAS IDENTIFIED BY THE AGREEMENT. ACTIVE NEGOTIATION OF AT LEAST SOME OF THESE ARRANGEMENTS IS EXPECTED TO BEGIN WITHIN THE NEXT MONTH. PENDING CONCLUSION OF THESE ARRANGEMENTS, AD HOC IMPLEMENTING ACTIONS, SUCH AS EXCHANGE OF INFORMATION AND SCIENTIFIC MEETINGS, CAN TAKE PLACE AS THE NEED ARISES.

THE JAPANESE POSITION

4. JAPAN RECOGNIZES THE GREAT VALUE WHICH OUR COOPERATIVE ARRANGEMENT FOR ENERGY RESEARCH AND DEVELOPMENT HOLDS FOR IT. JAPAN'S TECHNICAL AUTHORITIES IN THE MINISTRY OF INTERNATIONAL TRADE AND INDUSTRY WISH TO EXPAND THE JAPANESE PROGRAM CONSIDERABLY MORE RAPIDLY THAN THEY ARE NOW BEING ALLOWED TO DO BY THE FINANCE MINISTRY.

THE U.S. INTEREST

5. IT IS IN OUR INTERESTS TO ENCOURAGE THE MAXIMUM POSSIBLE CONTRIBUTION BY JAPAN TO THE DEVELOPMENT OF NEW ENERGY TECHNOLOGY, SINCE THIS CAN SERVE BOTH TO SHORTEN THE TIME-SCALE AND LOWER THE COSTS OF SUCH DEVELOPMENT TO THE U.S.
CONFIDENTIAL

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PAGE 03 TOKYO 13170 090757Z

THIS WOULD BE ESPECIALLY SO IF THE COOPERATION LEADS TO ONE OR MORE IMPORTANT JOINT ENERGY R&D PROJECTS. TO REALIZE THIS POTENTIAL, HOWEVER, JAPAN MUST EXERT CONSIDERABLY GREATER EFFORT THAN IT IS NOW DOING UNDER THE STRICT BUDGETARY LIMITATIONS BEING IMPOSED BY JAPAN'S POWERFUL MINISTRY OF FINANCE.

6. WHILE THE SCALE OF JAPAN'S ENERGY R&D PROGRAM IS

ULTIMATELY AN ISSUE TO BE DECIDED BY JAPAN ITSELF, OUR COMMON ENERGY PROBLEMS AND THE RELATIONSHIP CREATED BY OUR COOPERATIVE AGREEMENT MAKE IT APPROPRIATE FOR THE U.S. TO URGE JAPAN TO MAKE GREATER EFFORTS IN ENERGY R&D. SINCE THE AGREEMENT CALLS FOR MUTUALITY OF CONTRIBUTION, THE EXTENT OF U.S. COOPERATION SHOULD DEPEND IN SOME MEASURE ON JAPAN'S CONTRIBUTION TO OUR COMMON EFFORT TO DEVELOP NEW ENERGY SOURCES.

RECOMMENDED U.S. POSITION

7. IF COOPERATION IN ENERGY RESEARCH AND DEVELOPMENT IS RAISED BY THE JAPANESE SIDE DURING THE PRESIDENT'S VISIT, IT WOULD BE USEFUL TO REAFFIRM THE U.S. INTEREST IN PROCEEDING WITH THE MOST ACTIVE POSSIBLE COOPERATION, BOTH BILATERALLY AND MULTILATERALLY. WE SHOULD ALSO EXPRESS THE HOPE THAT JAPAN'S CONTRIBUTION TOWARD THE DEVELOPMENT OF NEW ENERGY TECHNOLOGY WILL BE STEADILY AND SUBSTANTIALLY INCREASED, NOTING THAT SUCH AN INCREASE WOULD FACILITATE OUR COOPERATION. FINALLY, IT WOULD BE HELPFUL TO EMPHASIZE OUR HOPE THAT WE MIGHT UNDERTAKE ONE OR MORE JOINT ENERGY R&D PROJECTS OF A SUBSTANTIAL NATURE AS SOON AS PRACTICABLE.

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